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TAGS: SNAR, PK

SUBJECT: SEMI-ANNUAL NARCOTICS PRESENTATION

REF: ISLAMABAD A-160,

SUMMARY: THE PAKISTAN NARCOTICS CONTROL PROGRAM HAS ON BALANCE NOT PROGRESSED SATISFACTORILY DURING THE SECOND HALD OF CALENDAR YEAR 1975. POSITIVE DEVELOPMENTS HAVE BEEN OVERSHADOWED BY INACTIVITY IN OTHER AREAS. SOME SIGNS INDICATE THERE MAY BE MORE MORPHINE BASE LABS IN THE FRONTIER. SLOW ORGANIZATION OF THE PAKISTAN NARCOTICS CONTROL BOARD (PNCB) FIELD INVESTIGATION UNITS (FIU), DELAYS IN IMPLEMENTING THE UN DEVELOPMENT PROJECT IN BUNEER, INDICATIONS THAT A REDUCED POPPY LICENSING PROGRAM MIGHT NOT PROVE EFFECTIVE, AND NONACTION ON THE PROPOSED COMPREHENSIVE NARCOTICS LEGISLATION ARE ALL NEGATIVE FACTORS, THE FEW ENCOURAGING DEVELOPMENTS INCLUDE ENFORCEMENT ACTIVITIES AGAINST INTERNATIONAL TRAFFIC,
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CONTINUED EXCELLENT COOPERATION BETWEEN DEA AND PAKISTAN

ENFORCEMENT AGENCIES, A DECLARED REDUCTION IN LICENSED POPPY PRODUCTION, AND GREATER PUBLIC AWARENESS IN THE PRESS OF NARCOTICS PROBLEMS. AFTER MONTHS OF NONACTION, THE GOP IS PROCESSING A PROPOSAL FOR A PRELIMINARY SURVEY IN CONNECTION WITH THE US PROPOSAL FOR A SWABI ECONOMIC/ DEVELOPMENT/SUBSTITUTION PROGRAM. END SUMMARY.

1. OVERVIEW. ENFORCEMENT: PAKISTAN NARCOTICS AUTHORITIES HAVE SUCCESSFULLY CARRIED OUT, USUALLY WITH INFORMATION AND OTHER ASSISTANCE FROM DEA, A NUMBER OF SIGNIFICANT INTERNATIONAL INTERDICTION CASES DURING THIS PERIOD. PNCB KARACHI, WITH DEA HELP, IMMOBILIZED A WELL-ESTABLISHED HASHISH OIL RING OPERATING FROM PAKISTAN TO CANADA, EUROPE AND THE US. CONTINUING INVESTIGATIONS AS A RESULT OF THIS CASE HAVE PROVIDED OTHER USEFUL INTELLIGENCE TO A NUMBER OF NATIONAL NARCOTICS CONTROL AGENCIES. PAKISTAN CUSTOMS, ALSO WITH DEA ASSISTANCE, BROKE A CASE DURING THIS PERIOD WHICH LED TO A STRING OF ARRESTS AND SEIZURES IN PAKISTAN, BELGIUM, AND THE US INVOLVING AT LEAST 5.4 TONS OF HASHISH. AGAIN, CONTINUING INVESTIGATION HAS ESTABLISHED TIES BETWEEN THE INDIVIDUALS INVOLVED IN THIS CASE AND MANY OTHER TRAFFICKERS THROUGHOUT THE WORLD. THIS PARTICULAR INVESTIGATION COULD, THEREFORE, LEAD TO OTHER ARRESTS AND SEIZURES DURING THE COMING YEAR. A REPORT FROM SWITZERLAND LISTING AT LEAST 70 PAKISTANI INDIVIDUALS INVOLVED IN NARCOTICS SMUGGLING IN EUROPE HAS JUST BEEN TRANSLATED AND MADE AVAILABLE TO PAKISTAN PNCB. THE PNCB HAS INDICATED INTEREST IN FOLLOWING UP THIS REPORT TO DETERMINE IF PAKISTANI SOURCES OF SUPPLY CAN BE LOCATED. THERE IS EVIDENCE THAT A MAJOR NETWORK EXISTS DIVERTING MORPHINE SULFATE TABLETS, LEGALLY IMPORTED INTO PAKISTAN FROM EUROPE, INTO ILLICIT CHANNELS BACK TO EUROPE. ALSO, EARLY INTELLIGENCE INDICATES THAT ADDITIONAL MORPHINE BASE LABORATORIES ARE OPERATING IN THE NWFP.

THE DOMESTIC ENFORCEMENT PICTURE IN PAKISTAN HAS SHOWN NO PROGRESS. SINCE JULY, THERE HAVE NOT BEEN ANY SIGNIFICANT LARGE-SCALE DOMESTIC SEIZURES OTHER THAN THOSE DESCRIBED ABOVE WHICH WERE CLEARLY DESTINED FOR INTERNATIONAL TRAFFIC. INDIVIDUALS ARRESTED IN THE CASES INVOLVING LIMITED OFFICIAL USE

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MORPHINE-BASED LABORATORIES IN SWAT AND AN OPIUM CACHE IN MAON, WHICH WERE REPORTED IN THE LAST SEMI-ANNUAL PRESENTATION, ARE NOW FREE ON BAIL WITH INDICATIONS THAT THE LABORATORY PERSONNEL MAY BE BACK IN BUSINESS. THIS, AGAIN, DEMONSTRATES THAT EVEN WHEN ARRESTS ARE MADE, THE LAX JUDICIAL SYSTEM AND INSIGNIFICANT PENALTIES PROVIDE NO DETERRENT EFFECT.

2. LICENSING PROGRAM: PAKISTAN AUTHORITIES ARE BEGINNING TO ACKNOWLEDGE FAILINGS OF PAST POPPY LICENSING PROGRAMS AND HAVE DECLARED A REDUCTION OF LICENSED ACREAGE, BUT MIDDLE LEVEL NWFP OFFICIALS PRIVATELY DOUBT THAT ENFORCEMENT WILL BE SUFFICIENT. IN NOVEMBER, LICENSING OF POPPY PRODUCTION FOR THE COMING SEASON WAS COMPLETED WITH ACREAGE REDUCED BY OVER 400 ACRES AS COMPARED TO LAST YEAR, FROM 3,167 ACRES TO 2,700. THE PNCB HAS PROMISED THAT NO FURTHER LICENSES WILL BE ISSUED DURING THE PRESENT GROWING SEASON. AREAS PARTICULARLY NOTORIOUS FOR EVASION OF LICENSING LAWS, SUCH AS GADOON, BUNEER AND KOHAT, WERE GRANTED NO LICENSES BUT THIS IS NO PROOF THAT THERE WILL BE NO PRODUCTION.

ON THE OTHER HAND, THE GOP PRESENTLY APPEARS TO PLAN TO PURCHASE OPIUM GUM ON THE BASIS OF THREE KILOGRAMS PER ACRE WHEREAS THE AVERAGE YIELD PER ACRE IN PAKISTAN HAS BEEN AT LEAST EIGHT KILOGRAMS PER ACRE. THIS SUGGESTS THAT MUCH OF THE PRODUCTION FROM LICENSES ACREAGE COULD GO INTO ILLICIT CHANNELS. ALSO, THE DISTRICT OPIUM OFFICER IN THE FRONTIER PROVINCE PRIVATELY ADMITS THAT HE HAS NEITHER THE MANPOWER NOR THE POLITICAL SUPPORT TO TAKE ACTION AGAINST UNLICENSED GROWTH IN SOME AREAS. AN NWFP OFFICIAL, WHO IS ALSO A LANDOWNER, HAS PRIVATELY EXPLAINED THAT IN THE ABSENCE OF ATTRACTIVE ECONOMIC ALTERNATIVE, THE GOP WILL EITHER ISSUE MORE LICENSES LATER OR CLOSE ITS EYES TO UNLICENSED PRODUCTION. IN THE WORDS OF THE PNCB DIRECTOR IN PESHAWAR, "THIS IS A POLITICAL PROBLEM."

3. PUBLIC AWARENESS: THE PAKISTAN PUBLIC, THROUGH PRESS ARTICLES, IS SLOWLY BECOMING AWARE OF THE NARCOTICS PROBLEM. A ONE-WEEK NATIONAL WORKSHOP ON NARCOTICS ORGANIZED BY THE PNCB, LIMITED OFFICIAL USE

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ZED IN AUGUST IN ISLAMABAD BY THE PNCB, WITH COLOMBO PLAN SUPPORT, GOT WIDESPREAD PUBLICITY. ATTENDED BY REPRESENTATIVES FROM ALL INTERESTED PUBLIC AND PRIVATE AGENCIES, THE WORKSHOP GENERATED EXTENSIVE PRESS COVERAGE OF THE SITUATION IN PAKISTAN, INCLUDING CRITICISM OF PAST NARCOTICS CONTROL ACTIVITIES. SINCE THAT CONFERENCE, THE PRESS HAS CONTINUED TO CARRY OCCASIONAL, SHORT ARTICLES ON NARCOTICS

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ENFORCEMENT AND ON USAGE. THIS CULMINATED IN A FULL-PAGE ARTICLE IN THE DECEMBER 14 SUNDAY SUPPLEMENT OF A MAJOR KARACHI ENGLISH-LANGUAGE NEWSPAPER WARNING THAT PAKISTAN WAS CLOSE TO ADOPTING "THE WORST FROM THE WEST."

4. UN NARCOTICS ACTIVITIES: UN NARCOTICS CONTROL ACTIVITIES IN PAKISTAN HAVE ENCOUNTERED THE SAME SLOW FRUSTRATIONS AS THE USAID NARCOTICS PROGRAM. NEGOTIATIONS WITH THE GOP CONTINUE OVER THE UN DEVELOPMENT PROJECT FOR BUNEER WHICH WAS SUPPOSED TO HAVE BEEN SIGNED IN JUNE 1975. UNDER THIS PROJECT, THE UN WOULD PROVIDE \$3.12 MILLION WORTH OF EQUIPMENT AND SERVICES FOR AGRICULTURAL DEVELOPMENT IN BUNEER. THE PROGRAM WOULD ALSO INCLUDE A SMALL PILOT TREATMENT PROJECT IN LAHORE, PERIODIC AERIAL SURVEILLANCE OF POPPY GROWING AREAS AND SOME STUDY OF NARCOTICS USAGE IN PAKISTAN. THE LATEST ESTIMATE IS THAT THIS AGREEMENT WILL BE SIGNED IN EARLY MARCH 1976. SOME ASPECTS OF THE PROGRAM ARE PROCEEDING AT PRESENT INCLUDING A HYDROLOGICAL SURVEY AND RECRUITMENT OF PERSONNEL.

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A MEETING WAS HELD IN NOVEMBER IN ISLAMABAD

OF THE UN REGIONAL SUBCOMMITTEE ON NARCOTICS CONTROL FOR THIS AREA. THE MEETING SEEMINGLY ACCOMPLISHED LITTLE BEYOND DISCUSSION OF ENFORCEMENT PROBLEMS AMONG THE PARTICIPANTS: AFGHANISTAN, IRAN, PAKISTAN AND TURKEY. PAKISTAN GAVE NO PUBLICITY TO THE WEEK-LONG MEETING AND PAKISTAN'S PNCB CHAIRMAN (THE KEY FIGURE HERE) WAS OUT OF THE COUNTRY.

5. COMPREHENSIVE NARCOTICS LEGISLATION: THE COMPREHENSIVE NARCOTICS LEGISLATION WHICH WAS DRAFTED ABOUT TWO YEARS AGO WITH UN ASSISTANCE REMAINS STALLED. THE LEGISLATION HAS BEEN SUBMITTED TO INTERESTED FEDERAL MINISTRIES AND TO THE PROVINCES FOR CLEARANCE. MOST OF THE MINISTRIES HAVE APPROVED IT, AS HAS THE PROVINCE OF SIND BUT NO ACTION HAS COME FROM THE KEY PROVINCES OF THE NORTHWEST FRONTIER, BALUCHISTAN OR PUNJAB. THE MISSION HAS SEEN NO INDICATION THAT NARCOTICS AUTHORITIES ARE PRESSING THE PROVINCES FOR ACTION ON THIS LEGISLATION WHICH IS SO ESSENTIAL TO THE NARCOTICS CONTROL PROGRAM. THE PRESENT MINIMAL PENALTIES, LIBERAL BAIL AND LENIENT JUDICIARY PROVIDE NO DETERRENT EFFECT. ALSO, MANY OF THE MOST IMPORTANT PERSONS ENGAGED IN ILLICIT TRADE CANNOT AT PRESENT BE REACHED UNDER THE LAW DUE TO LACK OF A CONSPIRACY CLAUSE.

6. MISSION ACTIVITIES: US MISSION PERSONNEL HAVE BEEN PARTICULARLY ACTIVE DURING THE REPORTING PERIOD WITH MUCH OF THE POSITIVE DEVELOPMENTS DIRECTLY ATTRIBUTABLE TO MISSION CONTACTS AT THE MIDDLE LEVELS OF THE GOP. DEA OFFICERS IN ISLAMABAD AND KARACHI HAVE DEVELOPED GOOD RELATIONS WITH THE PNCB, PAKISTAN CUSTOMS AND TAX AND EXCISE DEPARTMENTS. INFORMATION SUPPLIED THROUGH DEA CHANNELS HAS INITIATED OR AUGMENTED MOST SIGNIFICANT PAKISTAN INTERDICTION CASES. DEA HAS ALSO ADVISED PAKISTAN LAW ENFORCEMENT OFFICERS ON PROCEDURES AND LOANED EQUIPMENT WHEN REQUESTED. OTHER MISSION PERSONNEL HAVE MAINTAINED CONTINUOUS CONTACT WITH THE PNCB AND NWFP OFFICIALS ON DEVELOPMENT AND IMPLEMENTATION OF A PLAN FOR THE GRADUAL REDUCTION OF POPPY CULTIVATION COUPLED LIMITED OFFICIAL USE

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WITH STRICT ENFORCEMENT, IMPLEMENTATION OF FIU PROGRAM, THE DEVELOPMENT/SUBSTITUTION PROPOSAL AND COMPREHENSIVE LEGISLATION. PLANS ARE IN PROCESS TO AGAIN BRING THE NARCOTICS CONTROL SITUATION TO THE ATTENTION OF HIGHER LEVELS OF THE GOP.

7. PROGRESS ON USG PROJECTS. EQUIPMENT: ALL USG SUPPLIED EQUIPMENT FOR THE PNCB'S FIELD INVESTIGATIVE UNITS (FIUS) ARRIVED WITHIN COUNTRY PRIOR TO THIS

REPORTING PERIOD. HOWEVER, SOME OF THE EQUIPMENT STILL REMAINS TO BE INSTALLED AND USED EFFECTIVELY. EQUIPMENT WAS PROVIDED FOR 25 FIUS. TO DATE, NO MORE THAN 15 HAVE BEEN ORGANIZED. DUE TO LIMITED EXPERIENCED MANPOWER, THE PNCB DECIDED TO CONTRACT WITH OTHER LAW ENFORCEMENT AGENCIES TO PROVIDE MANPOWER AND CERTAIN FACILITIES FOR FIUS FOR A ONE-YEAR RENEWABLE PERIOD. IN THE VITAL FRONTIER PROVINCE, THE PNCB HAS ENCOUNTERED DIFFICULTY IN SECURING FEDERAL/PROVINCIAL AGREEMENT FOR THE NWFP POLICE TO STAFF SEVEN OF THE UNITS. THUS, IN THE KEY PROVINCE FOR NARCOTICS ENFORCEMENT, LITTLE PROGRESS IN ESTABLISHING FIUS HAS BEEN MADE. IN OTHER AREAS, FIUS ARE IN OPERATION BUT OFTEN WITH INADEQUATE PHYSICAL FACILITIES AND COMMUNICATIONS INSTALLATIONS WHICH ARE INCOMPLETE OR UNSATISFACTORY IN INSTALLATION. THE MISSION HAS REQUESTED THAT THE US PROVIDE TESTING EQUIPMENT FOR THE SOPHISTICATED RADIO COMMUNICATIONS UNITS SUPPLIED UNDER OUR EARLIER PROGRAM. THE MISSION HAS ALSO REQUESTED THAT A US EXPERT TRAVEL TO PAKISTAN ON TDY TO ASSIST IN THE INSTALLATION AND TESTING OF THIS EQUIPMENT. BOTH REQUESTS HAVE BEEN APPROVED BY WASHINGTON. NECESSARY DOCUMENTATION IS IN PROCESS TO OBLIGATE US \$14,000 AFTER WHICH AID/WASHINGTON WILL BE REQUESTED TO ISSUE THE NECESSARY PIO/CS AND PURCHASE THE EQUIPMENT.

8. SWABI DEVELOPMENT/SUBSTITUTION PROGRAM: GOP REACTION TO A US PROPOSAL FOR A PILOT DEVELOPMENT/SUBSTITUTION PROGRAM IN SWABI WAS DISAPPOINTINGLY SLOW DURING THE EARLY MONTHS OF THIS REPORTING PERIOD. HOWEVER, IN NOVEMBER THE MISSION RECEIVED A COPY OF AN OUTLINE FOR A SOCIO-ECONOMIC SURVEY OF THE GADOON AREA PREPARED LIMITED OFFICIAL USE

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BY THE BUREAU OF ECONOMIC ENQUIRY OF THE UNIVERSITY OF PESHAWAR. THE MISSION FOUND THE OUTLINE SATISFACTORY AND HAS RECEIVED FROM WASHINGTON APPROVAL TO OBLIGATE US \$43,000 FOR THIS SURVEY AS SOON AS THE FORMAL REQUEST IS RECEIVED THROUGH GOP CHANNELS. THE SURVEY WILL REQUIRE SEVEN MONTHS TO DO FROM SIGNATURE TO COMPLETION. APPROXIMATELY TWO-THIRDS THROUGH THE SURVEY, SUFFICIENT INFORMATION SHOULD BE AVAILABLE TO ENABLE THE MISSION TO DETERMINE IF ANY MAJOR OBLIGATIONS CAN BE MADE FOR FY/77.

9. SECTION 482 OBLIGATIONS: THERE HAVE BEEN NO REPEAT NO EXPENDITURE OF SECTION 482 FUNDS IN PAKISTAN DURING THE REPORTING PERIOD. PARAGRAPHS 7 AND 8 ABOVE DESCRIBE OBLIGATIONS OF SECTION 482 FUNDS IN PROCESS AS THIS MESSAGE IS BEING DRAFTED. IF ADDITIONAL DETAILS ARE REQUIRED ON THE EQUIPMENT BEING PURCHASED FOR PURPOSES

OF THE CONGRESSIONAL SUBMISSION, AID/WASHINGTON IS
REQUESTED TO PROVIDE THEM. THIS WILL COMPLETE PART B
OF THE SEMI-ANNUAL REPORT AND NO RPT NO AIRGRAM
WILL FOLLOW.
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